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**Strengthening humanitarian-development  
cooperation in forced displacement situations***Summary*

Among the most visible consequences of the spill over effects of fragility, conflict and violence in Africa, the Middle East and other parts of the world are the increased number of refugees. Combined with growing levels of internal displacement, these factors have swelled the number of persons driven from their homes. Of particular concern are the protracted nature of these crises, their consequences for the affected populations, and the rising costs to governments, donors and refugee welfare.

This paper provides an update on UNHCR's progress in addressing these challenges through enhanced humanitarian-development cooperation. It sets out UNHCR's overall approach to work in this area as well as specific commitments undertaken following the World Humanitarian Summit in May 2016 and in relation to the preparation of the comprehensive refugee response framework, which is contained in annex 1 of the New York Declaration for Refugees and Migrants.

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## I. Background

1. UNHCR's mandated responsibility for finding solutions to refugee situations has long required stronger cooperation with development partners and the inclusion of refugees within national development programmes. Notwithstanding the Office's efforts over many decades, the proportion of refugees and internally displaced persons (IDPs) in protracted displacement situations remains high. Moreover, the diminishing number of people who have found durable solutions constitutes a worrying trend that has persisted in recent years. In addition, the increasing scale of irregular migration and the costs of responding to humanitarian situations have also placed forced displacement high on the global agenda. These elements have further driven the realization that humanitarian support alone is insufficient to lift displaced populations out of poverty, enable solutions to their situations or assist them to realize their development potential.

2. A major catalyst of the renewed focus on forced displacement has been the Syria crisis and the large movements of refugees into Europe that took place during the second half of 2015. Although the majority of displacement situations and refugees (86 per cent) are located in the world's poorest countries, and refugees rarely exceed more than 3 per cent of a national population, these events drew attention both to the high costs of responding to a large refugee presence and to the potential consequences of protracted displacement for both refugees and host countries. Not only do such situations generate higher fiscal costs for governments, increase pressure on service delivery, infrastructure and the socioeconomic environment of host populations, they also have an impact on the abilities and development potential of refugees, IDPs and local communities to lead productive lives.

3. Released shortly before the World Humanitarian Summit (WHS) convened in Istanbul in May 2016, the Secretary General's report, "One humanity: shared responsibility" (A/70/709), highlighted the focus on the 2030 Agenda for Sustainable Development to "leave no one behind" and made it one of the document's five core commitments. Towards that end, it further proposed four specific objectives, namely to: (i) reduce forced internal displacement; (ii) share responsibility for addressing large-scale movements of refugees; (iii) prepare for cross-border movement owing to disasters and climate change; and (iv) ensure adequate support to host countries and communities.

4. These orientations meshed well with the recommendations emanating from the Report to the Secretary-General of the High-Level Panel on Humanitarian Financing of December 2015,<sup>1</sup> which noted the low level of resources directed towards local communities and organizations. One of its recommendations, on efficiency, produced a further agreement entitled "The grand bargain – a shared commitment to better serve people in need",<sup>2</sup> which also committed its signatories to enhancing cooperation between humanitarian and development actors.

5. The commitment to action signed by United Nations principals and endorsed by the World Bank and the International Organization for Migration (IOM) at the WHS set out the operational directions for addressing the challenge of reducing needs and dependence on humanitarian aid. It highlighted the importance of using resources and capabilities better and generating new partnerships, notably with multilateral development banks, the private sector and local actors. It further emphasized developing a shared understanding of sustainability,

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<sup>1</sup> Available from <http://www.un.org/news/WEB-1521765-E-OCHA-Report-on-Humanitarian-Financing.pdf>.

<sup>2</sup> See <http://reliefweb.int/report/world/grand-bargain-shared-commitment-better-serve-people-need>.

vulnerability and resilience, and putting in place pooled and combined data, analysis and information, better joined-up planning and programming processes, effective leadership, and financing modalities for collective outcomes.

6. Complementing the normative framework for addressing protracted crises outlined by the WHS, the New York Declaration for Refugees and Migrants and in particular annex 1 entrusts UNHCR with the task of developing and initiating a comprehensive refugee response framework (CRRF) and provides a detailed set of actions to pursue. These were established with a view to informing the content of a global compact on refugees, which will be presented in 2018. They embody the same objectives with respect to closer cooperation between humanitarian and development organizations as the WHS commitments, notably the “new way of working”.

## II. Analytical and policy developments

7. The convergence between the concentration of global poverty and States affected by fragility, conflict and violence has progressively drawn greater attention from development institutions since the publication of the World Bank’s 2011 World Development Report entitled “Conflict, security and development”. The link between poverty and displacement is also highlighted in the World Bank’s policy paper on forced displacement published in April 2016,<sup>3</sup> arguing once more for closer cooperation by humanitarian and development actors. It has further catalysed constructive reflection on the global public good dimensions of refugee protection and assistance by highlighting the role played by asylum countries on behalf of the international community.

8. Prior to the WHS, a number of other studies and reports focused on protracted crises and humanitarian assistance and the need to adopt different approaches. The European Union published an important position paper that outlined a series of key recommendations and actions to work towards sustainable global and local solutions for displaced persons.<sup>4</sup> The Humanitarian Development Action Group, an informal consortium of humanitarian and development agencies, released a report in December 2015 entitled “Addressing protracted displacement: a framework for development-humanitarian cooperation” that proposed some new approaches to collaboration, planning and financing.<sup>5</sup> The Overseas Development Institute also followed up its 2015 study of protracted displacement with a proposal to reform key aspects of the humanitarian system.<sup>6</sup>

9. With specific reference to refugee situations, UNHCR and the World Bank have cooperated on analytical studies looking at the impacts and consequences of conflict and displacement in different regions of Africa and the Middle East since 2014. These included both regional and situational assessments of key socioeconomic factors and issues in refugee and displacement situations in the Lake Chad Basin in West and Central Africa<sup>7</sup>, Kenya,

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<sup>3</sup> Available from <http://siteresources.worldbank.org/DEVCOMMINT/Documentation/23713856/DC2016-0002-FDD.pdf>.

<sup>4</sup> Available from <http://www.consilium.europa.eu/en/press/press-releases/2016/05/12-conclusions-on-forced-displacement-and-development/>.

<sup>5</sup> See <http://reliefweb.int/report/world/addressing-protracted-displacement-framework-development-humanitarian-cooperation-think>.

<sup>6</sup> Available from <http://www.planningfromthefuture.org/uploads/4/5/6/0/45605399/summary.pdf>. Also see “Time to let go: a three point proposal to change the humanitarian system”, <https://www.odi.org/hpg/remake-aid/>.

<sup>7</sup> See <https://data2.unhcr.org/en/documents/details/52535>.

Uganda,<sup>8</sup> as well as Jordan and Lebanon<sup>9</sup>. These investments have proved valuable in outlining the possibilities for complementary engagement in these contexts and in defining how to bring practical operational expression to cooperation between the two organizations.

10. In September 2016, the World Bank published a report entitled “Forcibly displaced: toward a development approach supporting refugees, the internally displaced, and their hosts”, written in close collaboration with UNHCR.<sup>10</sup> It articulates key elements of a development response to forced displacement that is complementary to, but distinct from, humanitarian interventions. The report focuses, in particular, on the medium-term socioeconomic dimension of displacement crises and the interventions required to: (i) address the particular vulnerabilities of refugees and other displaced populations; (ii) preserve social cohesion; and (iii) encourage comprehensive economic recovery from displacement shocks. It identifies three phases in the displacement cycle where development institutions can intervene to increase efficiency and effectiveness, promote prevention and preparedness, provide medium-term support, and rebuild lives and communities.

### III. Partnership frameworks

11. Entering into partnership frameworks, working agreements and practical cooperation with development organizations has long been central to UNHCR’s approach to building longer term support and solutions for refugees. The increased attention to protracted refugee displacement, resilience and self-reliance has generated opportunities to secure additional partners and opened up several new avenues for cooperation with development partners, organizations and processes. In that connection, UNHCR has continued to participate in the deliberations on humanitarian-development cooperation within the United Nations Development Group and the Inter-Agency Standing Committee. These have also explored how the renewed focus of the Secretary-General on the work of the United Nations on peace can be integrated in the humanitarian-development nexus.

12. Among the most significant humanitarian-development cooperation partnerships strengthened has been with the World Bank on the operationalization of a global concessional financing facility in the Middle East. The World Bank’s International Development Association’s (IDA) financing programme for countries receiving large numbers of refugees (IDA18) has been another such initiative. In addition, UNHCR has enhanced cooperation with the United Nations Development Programme (UNDP) on the resilience and refugee response and a range of governance, law and order initiatives, with the Solutions Alliance, a network of organizations focused on exploring developmental approaches to refugee solutions, and with the Global Alliance for Urban Crisis, in order to respond to the growing proportion of refugees living in urban or peri-urban contexts.<sup>11</sup>

13. UNHCR has also invested in a number of bilateral partnerships with the International Labour Organization (ILO) and complemented the signature of its 2016 memorandum of understanding (MoU) with a joint action plan focused on the access of refugees to labour

<sup>8</sup> See <http://documents.worldbank.org/curated/en/837351468189856365/Eastern-Africa-Forced-displacement-and-mixed-migration-in-the-Horn-of-Africa>.

<sup>9</sup> See <http://www.worldbank.org/en/news/feature/2015/12/16/welfare-syrian-refugees-evidence-from-jordan-lebanon>.

<sup>10</sup> See <https://openknowledge.worldbank.org/handle/10986/25016>.

<sup>11</sup> The Solutions Alliance was established in 2014 as a network of like-minded actors from host and donor governments, United Nations agencies, multilateral financial institutions, and international and local non-government organizations. Its mission was to work on innovative and comprehensive ways to better respond to protracted displacement. In early 2017, the Governing Board decided to transition the work of the Solutions Alliance into other ongoing initiatives in the field of forced displacement.

markets, rights at work and livelihoods. The Office also signed an MoU with the Organisation for Economic Co-operation and Development (OECD) in 2016 to influence policy development, research and analysis on refugee economic inclusion and integration.

14. The New York Declaration and, in particular, annex 1 provide the overall framework within which UNHCR will organize and pursue its objectives in the area of humanitarian-development cooperation. Paragraph 2 of annex I tasks UNHCR with the development of a comprehensive and multi-stakeholder approach towards each situation involving large movements of refugees. The CRRF has four stated objectives, namely to: (i) ease pressure on host countries; (ii) enhance refugee self-reliance; (iii) expand access to third-country solutions, and (iv) support conditions in countries of origin for return in safety and dignity.

15. Measures of specific relevance to the area of humanitarian and development cooperation are set out in paragraph 8 on support for host countries and communities, and paragraphs 9-12 on durable solutions. It is anticipated that the development of a global compact on refugees in 2018 will be informed by the practical implementation of the measures for a CRRF outlined in annex 1. A road map setting out the key steps to the realization of the global compact on refugees through the application of the CRRF has been prepared and shared with Member States.

16. The application of the CRRF foresees the inclusion of a broad range of public and private stakeholders in a government-led effort to combine both humanitarian and development interventions from the onset of a crisis. It aims to secure the inclusion of refugees in local and national service provision and development plans while also addressing the longer term development impacts upon host communities. The CRRF provides a concrete opportunity to realize one of the outcomes outlined at the WHS, that of a “new way of working”, including through more collaborative action and coalition building, preferably led by the government of the country concerned.

#### **IV. From policy to practice**

17. UNHCR is committed to fulfilling its stated objectives in relation to the commitment to action made during the WHS. In the area of development-humanitarian cooperation, one key agreed goal is to transition from delivering aid to ending need. Adopting a multi-year planning horizon represents an important step towards fulfilling this objective. A total of 23 countries have been selected for inclusion in this initiative. In relation to the implementation of the CRRF, a dedicated Task Team has been established to steer its progress in a number of pilot countries.<sup>12</sup> The Task Team has been strengthened by secondments from Member States and development partners, notably UNDP and the World Bank.

18. Together with UNDP, since December 2014 UNHCR has led a major effort to plan, coordinate and deliver the Regional Refugee and Resilience Plan (3RP), a region-wide, multi-stakeholder response to the Syria crisis that address both humanitarian and development requirements among refugees and local communities. The 3RP has brought together over 200 partners to develop a coordinated programme covering both immediate and medium-term needs that complements the national plans prepared by the respective governments in the affected countries. The initiative has been driven by a realization of the high cost of sustaining humanitarian assistance programmes and the pervasive poverty of the

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<sup>12</sup> See the conference room paper on follow-up to the New York Declaration and the comprehensive refugee response framework (EC/68/SC/CRP.21).

refugee population. Since the inception of the 3RP, there has been a detectable programmatic shift towards reinforcing the resilience and self-reliance of refugees and host communities through a more development-oriented approach.

19. In addition to the 3RP, UNHCR has contributed to the design of the World Bank's global concessional financing facility, a specific financing instrument designed initially to respond to the requirements of Jordan and Lebanon. Established in April 2016 following preparatory work by the World Bank Group, the Islamic Development Bank and the United Nations, the global concessional financing facility was designed to address the additional economic consequences of middle-income countries affected by large numbers of refugee arrivals. Its status was elevated to that of a global instrument at the Leaders' Summit convened by the President of the United States of America in September 2016. With initial capitalization pledged of almost \$1 billion, the global concessional financing facility aims to mobilize around \$4-5 billion over the coming five years to support a programme of investments designed to boost growth, improve service delivery and generate employment across key sectors. Decisions on project proposals introduced by governments are made by a Steering Committee composed of leading donors, which is supported and administered by the World Bank. UNDP and UNHCR have recently been admitted as observer members of the Steering Committee.

20. In December 2016, the World Bank's Board of Governors approved a \$75 billion allocation to the IDA for the eighteenth round of lending (2017-2019) since the concessional facility was established in 1960. In recognition of the links between poverty, fragility and displacement, the IDA18 allocation will include an amount of \$14 billion for fragile, conflict- and violence-affected States and a special \$2 billion sub-window for refugee-affected host countries.

21. Following the approval of the IDA18 allocation of \$2 billion in December 2016, UNHCR and the World Bank have collaborated on a series of strategy planning missions to refugee-hosting countries likely to receive the financing. These have been undertaken in advance of the financing's formal availability as of 1 July 2017. To date, missions to Cameroon, Chad, Djibouti, Ethiopia, Niger, Pakistan, the Republic of the Congo and Uganda have been completed. Further missions are foreseen to Burundi, the Democratic Republic of the Congo, Kenya, Rwanda and the United Republic of Tanzania. Their purpose has been to start identifying opportunities for policy dialogue with the concerned governments, and preparing the key approaches and indicative investment programmes for implementation following the formal approval of the World Bank's Governing Board anticipated later this year.

22. The present cooperation on the preparation of the IDA18 financing for the refugee sub-window has been facilitated by investments in joint analytical work to prepare the evidence base for later programme development. Prior to the allocation, for example, two regional reports on the Great Lakes<sup>13</sup> and the Horn of Africa<sup>14</sup> respectively were followed by programmes that leveraged \$100 million in regional IDA resources for the Democratic Republic of the Congo and Zambia, and \$175 million for Djibouti, Ethiopia and Uganda. Within a similar programmatic framework, an additional \$100 million for Kenya and the Horn of Africa was announced in April 2017.

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<sup>13</sup> See "Great Lakes region: resilience and cohesion of displaced persons and border communities", <http://documents.worldbank.org/curated/en/518941468182936089/Africa-Great-Lakes-Regional-Initiative-Resilience-and-Cohesion-of-Displaced-Persons-and-Border-Communities-Project>.

<sup>14</sup> Available from "Development response to displacement impacts project in the Horn of Africa", <http://documents.worldbank.org/curated/en/384311467996731135/pdf/PAD1678-PAD-P152822-IDA-R2016-0090-1-Box394886B-OUO-9.pdf>.

23. In addition to programme development, UNHCR and the World Bank have cooperated on human resource development through the preparation of a training programme for their respective staff that will be initiated over the coming months. The objective is to familiarize a wider cross section of the Headquarters and field staff of both organizations with each other's key policy and working practices. UNHCR and the World Bank have also collaborated on a technical staff exchange programme that has received funding from UNHCR and a joint United Nations-World Bank Trust Fund grant. A total of 15 applications have been received, 9 of which have been accepted. The operations supported have been predominantly in Africa where existing lending programmes from the 2013 regional window are ongoing. This will also be the case for forthcoming World Bank programmes from the IDA18 allocation. Countries include Cameroon, Chad, Niger, Uganda and the United Republic of Tanzania. The technical staff facility plays an important role in building bridges between UNHCR and World Bank operations. It requires managers from both organizations, joint review of the work of consultants or staff, and closer collaboration on specific initiatives. In addition, it has proved very useful for UNHCR operations to access timely technical support on specific projects as well as help prepare for a closer collaboration with development actors.

24. Sharing datasets and using the combined analytical capacities of UNHCR and the World Bank have already contributed to the development of common understandings on specific displacement situations, including on the use of poverty as a means for targeting assistance. It is anticipated that collaboration in this domain will be expanded during the course of the preparation and implementation of the IDA18 financing for the refugee and local host community sub-window. This may likely include collaboration on measuring poverty, data collection and analysis, use of social safety nets, agriculture and pastoralism, and community-driven development models.

25. Generating evidence on the impact of programmes addressing forced displacement is the focus of a 2016 agreement and tripartite cooperation among the United Kingdom of Great Britain and Northern Ireland's Department of International Development, the World Bank's Global Programme on Forced Displacement and UNHCR. Over the coming four years, an £11 million grant will support a programme of research and impact evaluation across a range of thematic and programmatic areas. The programme is expected to yield insights into a range of sectors and issues including data strengthening, social protection, cash transfers and targeting, labour market, economic opportunities and education.

26. UNHCR considers economic inclusion a core objective of its work in support of protection and solutions. It has been building on its experience, models and lessons learned since 2012 and launched its five-year "Global strategy on livelihoods" (2014-2018) as a platform for these efforts. In 2014, the Office established a Livelihoods Advisory Board, which has benefited from the participation of experts in employment and economic development from the private sector, philanthropy and academia, including the World Bank's Consultative Group to Assist the Poor,<sup>15</sup> Rockefeller and Ford Foundations and the IKEA Company. To promote financial inclusion, UNHCR has established partnerships with institutions that can increase refugee economic participation, entrepreneurship and self-reliance. These include the Swedish International Development Agency, which has launched a \$15 million partial credit guarantee facility to ease access for refugees to financing opportunities, as well as the United Nations Capital Development Fund, Blue Orchard and FSD Africa.

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<sup>15</sup> The World Bank's Consultative Group to Assist the Poor is a global partnership of 34 leading organizations that seek to advance financial inclusion.



27. In collaboration with ILO, UNHCR works on livelihoods market analyses to identify relevant and safe value chains in which persons of concern can engage, with high potential for employment and growth. In partnership with the non-governmental organization Trickle Up, UNHCR has piloted a “graduation approach” in five countries to assist displaced persons to transition out of extreme poverty. UNHCR has also developed an initiative that connects refugee artisans with markets (MADE 51), which allows the private sector to support local social enterprises by introducing refugee-made products to their customer base.

## V. Conclusion

28. There is increased recognition that recurrent and protracted crises represent the sharpest challenge to realizing the sustainable development goals and to ensuring that the poorest and most marginalized populations are not left behind, especially in States affected by fragility, conflict and violence. Within that perspective, the attention being given to these situations by development organizations is timely. It continues the trend of the increased allocation of official development aid to the poorest countries. Yet, the combination of poverty and insecurity pose particularly difficult questions for the design of effective interventions as recent situations demonstrate.

29. With respect to protracted refugee situations, UNHCR’s experience suggests that the vulnerabilities experienced by refugees and IDPs also require specific efforts to address policy and operational issues. The investment in analytical work has revealed opportunities to address protection concerns through the greater engagement of developmental knowledge. Moreover, the closer interaction between humanitarian and development organizations has progressed from analytical work through to substantive technical, operational and programme coordination at field level. In the process, the scope for complementarity between rights-based, short-term emergency interventions with medium-term programmes addressing socioeconomic concerns has broadened. In addition, the prospect of more predictable and substantial financing, allied to the commitment to embrace longer term programme cycles, are promising developments. Ensuring that expertise, tools, datasets and working methods can underpin the institutionalization of working practices will contribute to building solid partnerships. Significant advances in these areas are already under way. In consequence, the opportunities for humanitarian and development partners to deepen their cooperation and secure measurable progress in advancing the welfare of displaced populations has considerable potential.